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Message Text

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SUBJECT: PILOT STUDY OF UN ASSISTANCE ACTIVITIES:
WORK PLAN

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REF: NAIROBI 2680

1. THIS TELEGRAM PROPOSES, FOR YOUR CONCURRENCE, A WORK PLAN FOR THE PILOT STUDY OF UN ASSISTANCE ACTIVITIES IN KENYA, AND ADDRESSES QUESTIONS RAISED IN PARAS 3 AND 4 OF REFTEL.

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2. TIMING. WE UNDERSTAND UNDP HAS SCHEDULED NEXT ROUND OF TRIPARTITE REVIEW OF PROJECTS APRIL 24-26, WHICH WOULD BE KEY TIME FOR WASHINGTON PERSONNEL TO VISIT NAIROBI. WE WOULD LIKE TO HAVE CONCLUSIONS OF STUDY AVAILABLE, AT LEAST IN DRAFT FORM, FOR GENEVA GROUP CONSULTATION LEVEL MEETING MAY 2-3 AND FOR UNDP GOVERNING COUNCIL MEETING IN JUNE. THIS TIMING WOULD BE TIGHT, BUT WE BELIEVE WE COULD MEET IT IF WE AGREE ON SELECTION OF PROJECTS AND ON OTHER ASPECTS OF WORK PROGRAM, GET TO WORK SEPARATELY IN NAIROBI AND WASHINGTON, AND DRAFT TENTATIVE CONCLUSIONS

IN NAIROBI AND WASHINGTON BEFORE VISIT OF PERSONNEL FROM WASHINGTON, SO THAT THE TWO WEEKS OF THE VISIT FROM WASHINGTON MAY BE SPENT LARGELY IN FINAL INTER-VIEWS OF KEY INFORMANTS AND DRAFTING OF FINAL REPORT.

3. SCOPE OF STUDY. THE SCOPE OF THE PILOT STUDY WILL OF COURSE BE MUCH BROADER THAN PROJECT REVIEWS. WE SUGGEST THAT THE BROAD OUTLINE FOR EVALUATION OF UN ASSISTANCE ACTIVITIES GIVEN IN THE GUIDANCE FOR CERP-0008 (A-2507, JUNE 16, 1977),WHICH HAS BEEN WIDELY COORDINATED WITHIN THE U.S. GOVERNMENT, BE ACCEPTED AS THE TENTATIVE OUTLINE. IN WRITING THE REPORT AND IN WRITTEN MATERIALS ON EVALUATION OF PROJECTS, WE SHOULD ENDEAVOR TO DRAW UPON OBJECTIVE DATA, REINFORCED BY PROFESSIONAL JUDGMENT OF STUDY TEAM. YOUR CRITICISM
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IN PARA 3 OF REFTEL THAT OUR DESCRIPTION OF THE STUDY IN PARA 9 STATE 38285 USED SUBJECTIVE TERMINOLOGY HAS BEEN NOTED. AS WITH ALL STUDIES OF THIS KIND, HOWEVER, AN IMPORTANT PART MUST BE PLAYED BY PROFESSIONAL JUDG-MENT, EVEN THOUGH THAT MAY BE SUBJECTIVE.

4. SELECTION OF PROJECTS. WE SUGGEST EXAMINING THE FOLLOWING PROJECTS:

- (A) UNDP/FAO 75/005, AGRICULTURAL MARKETING DEVELOP-MENT, $1.5 MILLION.

- (B) UNDP/FAO 75/022, SHEEP AND GOAT DEVELOPMENT, PHASE II, $930,800.

- (C) UNDP/FAO 74/017, DRYLAND FARMING RESEARCH AND DEVELOPMENT, $1.4 MILLION.

- (D) UNDP 75/013, AGRICULTURAL PLANNING, $400,000 (THIS IS THE UNDP SHARE OF THE MULTILATERALLY-FUNDED PROJECT CONTRACTED BY THE KENYAN GOVERNMENT TO THE HARVARD INSTITUTE FOR INTERNATIONAL DEVELOPMENT).

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- (E) UNDP/UNIDO 74/007, ASSISTANCE TO THE INDUSTRIAL SURVEY AND PROMOTION CENTRE (ISPC), PHASE II, $1.5 MILLION.

- (F) UNEP, RECONSTRUCTION, ENVIRONMENT STUDY OF TANA RIVER UPPER RESERVOIR, $200,000 IN 1976-1977.

- (G) WHO, TEACHING OF HEALTH SCIENCES, UNIVERSITY OF NAIROBI, $648,000 IN 1976-1979.

- (H) UNESCO, PARTICIPATION PROGRAM (MULTI-SECTOR), $110,000 IN 1973-1976.

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- (I) FAO/UNFPA, PROGRAMMES FOR BETTER FAMILY LIVING, $922,000 IN 1973-1977. (TOGETHER WITH MULTI-DONOR SURVEY OF UNFPA ACTIVITIES.)

5. OMISSION OF TRUST FUND PROJECTS. WE BELIEVE THE REPRESENTATIVES IN KENYA OF CIDA, DANIDA, NORAD, GERMANY, MISEREOR, AND SIDA SHOULD PROVE USEFUL INFORMANTS ON UN PROJECTS, BUT WE BELIEVE THEY WOULD OBJECT TO OUR EVALUATING THEIR OWN TRUST FUND PROJECTS. WE SUGGEST TREATING TRUST FUND PROJECTS AS BILATERAL ASSISTANCE, WHICH WE WOULD NOT TRY TO APPRAISE OTHER THAN TO ASSESS THEIR RELATIONSHIP WITH THE UN SYSTEM OF ASSISTANCE.

6. GENERAL METHODOLOGY.

- (A) IN STUDYING PROJECTS, WE SHOULD TAKE ACCOUNT OF EVALUATIONS ALREADY MADE. THE UNDP COUNTRY PROGRAM DOCUMENT CITES AN EVALUATION IN 1975 OF UNDP/UNIDO 74/007, ASSISTANCE TO ISPC. AS NOTED ABOVE UNDER PARA 4 (I), WE UNDERSTAND VARIOUS DONORS INVOLVED HAVE SURVEYED FAMILY PLANNING ACTIVITIES. WE UNDERSTAND ALSO THAT ALL CONTRIBUTING COUNTRIES ARE EXAMINING UNDP 75/013, AGRICULTURAL PLANNING, PARA 4 (D) ABOVE. WE ARE VISITING UNDP HEADQUARTERS DURING WEEK BEGINNING MARCH 20 AND WILL INFORM YOU OF ANY OTHER EVALUATIVE MATERIALS WE FIND THERE.

- (B) IN EXAMINING PROJECTS, WE SHOULD OF COURSE ATTEMPT TO DISCERN MEASURABLE RESULTS AND IMPACT. PRINCIPLES OF PROJECT DESIGN CRITERIA SET FORTH IN PARAS 23-27, STATE 41411 SHOULD ALSO BE FOLLOWED. HUMAN RIGHTS AND INTEGRATION OF WOMEN ARE DEALT WITH

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BELOW.

- (C) PARA 4 REFTEL RAISED QUESTIONS ABOUT THE EXISTING MATERIALS AND INFORMED OBSERVERS ON WHICH STATE 38285 PARA 8 INDICATED WE WOULD HAVE TO RELY AS THE MAIN BASES OF THE STUDY. THE BASIC REFERENCE MATERIALS IN ADDITION TO THE PROJECT EVALUATIONS REFERRED TO ABOVE, WE BELIEVE, WILL BE THE UNDP

COUNTRY PROGRAM OF SEPTEMBER 16, 1977 AND YOUR CERP 0008 REPORT (NAIROBI 14695, NOVEMBER 14, 1977), PLUS SUCH BASIC USAID MATERIALS AS THE ANNUAL BUDGET SUB-MISSION, THE CONGRESSIONAL PRESENTATION, AND THE DEVELOPMENT ASSISTANCE PLAN PREPARED IN 1974. AS FOR INFORMED OBSERVERS, WE WILL OF COURSE DEAL WITH THE OFFICIALS OF THE UN AGENCIES, PRINCIPALLY UNDP, FAO, UNIDO,WHO, UNESCO, AND UNFPA. (WE PLAN TO DISCUSS OUR STUDY ACTIVITIES WITH HEADQUARTERS OF THOSE AGENCIES, BUT NOT WITH OTHERS.) WE BELIEVE WE SHOULD RELY AT LEAST EQUALLY UPON PERSONNEL OF OUR OWN MISSION AND OF OTHER DEVELOPED-COUNTRY MISSIONS. WE URGE PARTICULAR EFFORT TO IDENTIFY SUCH KNOWLEDGE WITHIN THE U.S. MISSION, BECAUSE IT HAS BEEN OUR EXPERIENCE THAT SUCH SOURCES HAVE SOMETIMES BEEN MISSED IN FOREIGN SERVICE REPORTING ON UN ASSISTANCE ACTIVITIES, AND ALLEGA-TIONS, SOMETIMES NEGATIVE, HAVE NOT BEEN CHECKED ON.

7. TREATMENT OF HUMAN RIGHTS AND THE INTEGRATION OF WOMEN IN DEVELOPMENT.

ATTENTION TO HUMAN RIGHTS AND THE INTEGRATION OF WOMEN IN DEVELOPMENT. OUR BASIC GUIDANCE ON HUMAN RIGHTS SHOULD BE THE KENYA PORTION OF THE JANUARY 31 DEPARTMENT OF STATE COUNTRY REPORTS ON HUMAN RIGHTS PRACTICES. IN OUR OWN WORK WE WILL PARTICULARLY NEED TO ASSESS THE PROJECTS AND PROGRAM AS A WHOLE IN TERMS OF FULFILLMENT
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OF SUCH VITAL NEEDS AS FOOD, SHELTER, HEALTH CARE, AND EDUCATION (FOR WHICH AID CIRCULAR A-35 OF FEBRUARY 3 GIVES USEFUL GUIDANCE). WOMEN'S ROLE IN DEVELOPMENT WAS DISCUSSED IN YOUR CERP REPORT (NAIROBI 14695, NOVEMBER 14, 1977). WHEN EXPANDING ON THIS FOR THE PRESENT STUDY IT SHOULD BE BORNE IN MIND THAT WHILE MANY PROJECTS, AS FOR EXAMPLE THOSE INVOLVING GRASS

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ROOTS LEVEL AGRICULTURE, WATER DEVELOPMENT OR RURAL DEVELOPMENT MAY IMPACT ON WOMEN, THE IMPACT MAY IN SOME CASES BE NEGATIVE. (CERP PARAS. 6 AND I). PROJECTS SHOULD BE CAREFULLY EVALUATED THEREFORE IN TERMS OF THE ACTUAL NATURE OF THEIR IMPACT ON WOMEN, BOTH AS PARTICIPANTS AND BENEFICIARIES IN THE DEVELOPMENT PROCESS.

8. COUNTERPART PERSONNEL PROBLEM. WE SUGGEST THAT ONE MAIN FOCUS OF THE STUDY BE ON COUNTERPART PERSONNEL. IN READING THROUGH THE CERP EVALUATIONS OF UN ASSISTANCE BY OUR EMBASSIES, WE HAVE NOTED THAT THE COUNTERPART PERSONNEL PROBLEMS ARE PROBABLY THE MOST WIDESPREAD

AND SERIOUS - FAILURE OF THE RECIPIENT GOVERNMENT TO PROVIDE THEM OR TO PROVIDE ADEQUATELY TRAINED ONES, FAILURE OF THE PROJECTS TO TRAIN COUNTERPARTS, AND THE "BRAIN DRAIN" OF COUNTERPARTS TO OTHER COUNTRIES OR TO OTHER ACTIVITIES. WE HAVE NOTED THAT THE RECENT BROOKINGS INSTITUTION INTERIM ASSESSMENT OF DEVELOPMENT ASSISTANCE STRATEGIES CONCLUDED THAT THE PROCESS OF DEVELOPMENT IS ESSENTIALLY A TRANSFER OF KNOW-HOW. IT IS OUR IMPRESSION THAT WHILE KENYA HAS A SHORTAGE OF MANAGERIAL SKILLS, THE COUNTERPART PERSONNEL PROBLEM HAS BEEN RELATIVELY MINOR IN ASSISTANCE ACTIVITIES THERE. ANALYSIS AS TO WHY IT IS NOT
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A PROBLEM THERE MAY BE OF VALUE TO PROGRAMS IN OTHER COUNTRIES.

9. DUPLICATION AMONG ASSISTANCE PROGRAMS. ANOTHER MAIN FOCUS THAT WOULD BE APPROPRIATE FOR A LARGE AID RECIPIENT SUCH AS KENYA WOULD BE ON THE EFFECTIVENESS OF COORDINYTIOM TO AVOID OVERLAP OF UN AGENCIES AND MAJOR DONORS' EFFORTS. WE NOTE POSSIBLE DUPLICATION OF OUR OWN ACTIVITIES BY TWO UNDP PROJECTS: 74/017, DRYLAND FARMING RESEARCH AND DEVELOPMENT, AND 75/013, AGRICULTURAL PLANNING.

10. REQUEST FOR CONCURRENCE OR COMMENT. YOUR CONCURRENCE AND COMMENT AS SOON AS POSSIBLE WOULD BE APPRECIATED. VANCE

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